

**City of Greensboro Planning Department
Zoning Staff Report
August 14, 2006 Public Hearing**

The information provided in this staff report has been included for the purpose of reviewing proposed zoning changes. Since the zoning process does not require a site plan, there may be additional requirements placed on the property through the Technical Review Committee process to address subdivision and development regulations.

Item: A
Location: 1600-1630 New Garden Road (west side of Jefferson Road between New Garden Road and Bryan Boulevard)

Applicant: Krusch Capital Holdings, LLC
Owner: Jefferson Pilot Life Insurance Company & Krusch Capital Holdings, LLC

From: RS-40
To: CD-GB

- Conditions:**
- 1) No exterior building walls shall have exposed (whether painted or unpainted) concrete cinder block (though architectural concrete block products shall be permitted), vinyl siding, or wood board siding.
 - 2) No use of the property shall allow for any outside storage, however, a landscape garden center shall be permitted.
 - 3) No sexually-oriented business will be permitted.
 - 4) No outdoor billboard advertising shall be permitted.
 - 5) Pylon signage shall be limited to no more than two (2) signs whose height shall not exceed thirty (30) feet each – all other signage shall be mounted to buildings.

SITE INFORMATION	
Maximum Developable Units	N/A
Net Density	N/A
Existing Land Use	Undeveloped
Acreage	7.019
Physical Characteristics	<i>Topography:</i> Steep slope above adjacent roads <i>Vegetation:</i> Wooded <i>Other:</i> N/A
Overlay Districts	Visual Corridor Overlay District
Historic District/Resources	N/A
Generalized Future Land Use	Mixed Use Commercial / Low Residential
Other	N/A

SURROUNDING ZONING AND LAND USE		
Location	Land Use	Zoning
<i>North</i>	Garden Creek Shopping Center	CD-SC
<i>South</i>	Target Shopping Center / Hebrew Academy	CD-SC / CD-GO-M
<i>East</i>	Single Family Residential	RS-12
<i>West</i>	Bryan Boulevard / New Garden Road rights-of-way	RS-40

ZONING HISTORY		
Case #	Year	Request Summary
2481	1996	This property has been zoned RS-40 since it was annexed into the City with an effective date of March 5, 1996.

DIFFERENCES BETWEEN RS-40 (EXISTING) AND CD-GB (PROPOSED) ZONING DISTRICTS
<p>RS-40: Primarily intended to accommodate single family detached dwellings on large lots and is intended solely for properties having one or more of the following characteristics: (a) Lies within the 60 DNL noise contour; (b) Lies in a public water supply watershed and where an outfall to provide public sewer service is not available; or (c) Lies in a portion of a watershed critical area to which an outfall to provide sewer service has been made available pursuant to an agreement, approved by the City and by another governmental jurisdiction, designed to limit development density to approximately that obtainable prior to sewer service.</p>
<p>CD-GB: Primarily intended to accommodate a wide range of retail, service, and office uses. The district is typically located along thoroughfares in areas which have developed with minimal front setbacks. See Conditions for use restrictions and other limitations.</p>

TRANSPORTATION	
Street Classification	New Garden Road – Major Thoroughfare, Jefferson Road – Collector Street.
Site Access	One proposed via New Garden Road and one proposed via Jefferson Road. GDOT will approve a maximum of one access on New Garden Road to align opposite of an existing access point with a left over design only . Additionally, GDOT will approve a maximum of one access on Jefferson Road to be located as far away from the intersection of Jefferson and New Garden Road as the property line will allow. All access points must meet City of Greensboro Standards.
Traffic Counts	New Garden Road ADT = 21,700, Jefferson Road ADT = 7,600.
Trip Generation	24 Hour = 1,993, AM Peak = 89, PM Peak = 262.
Sidewalks	Sidewalks are a requirement of the Development Ordinance. 6' sidewalk with a 4' grass strip is required along both sides of thoroughfares. 5' sidewalk with a 3' grass strip is required along one side (at a minimum, collectors may require sidewalk on both sides) of all other street types.
Transit	No.
Traffic Impact Study	Yes, required per TIS Ordinance. Please reference the Executive Summary in the Additional Information section of this report for the recommended improvements for this development.
Street Connectivity	N/A.
Other	N/A.

ENVIRONMENTAL REVIEW	
Water Supply Watershed	Site drains to Greensboro Watershed WS III
Floodplains	N/A
Streams	N/A
Other	70% is the maximum amount of built upon area (of the site acreage) for high density development. All the built upon area must drain and get treated by a state approved device.

LANDSCAPING REQUIREMENTS	
Location	Required Planting Yard Type and Rate
<i>North</i>	Street Yard - 8' avg. width; 2 canopy/100', 4 understory/100', 17shrubs/100'
<i>South</i>	Street Yard - 8' avg. width; 2 canopy/100', 4 understory/100', 17shrubs/100'
<i>East</i>	Street Yard - 8' avg. width; 2 canopy/100', 4 understory/100', 17shrubs/100'
<i>West</i>	Street Yard - 8' avg. width; 2 canopy/100', 4 understory/100', 17shrubs/100'

CONNECTIONS 2025 COMPREHENSIVE PLAN POLICIES

Connections 2025 Written Policies:

Growth at the Fringe Goal: Provide a development framework for the fringe that guides sound, sustainable patterns of land use, limits sprawl, protects rural character, evidences sound stewardship of the environment, and provides for efficient provision of public services and facilities as the City expands. Development will increase density and mix land uses at a pedestrian scale with sidewalks, bikeways, and where possible, public transit.

POLICY 4G.1: Promote compact development.

POLICY 5F.2: Improve design standards for new development to enhance community appearance and sense of place (visual impacts on adjacent neighborhoods).

POLICY 7C.1: Ensure that adequate land is zoned and has infrastructure available for the various stages of business development.

Connections 2025 Map Policies:

The area requested for rezoning lies within the following map classifications:

Mixed Use Commercial: This designation is intended to promote a mix of uses, of which various commercial uses remain predominant, but where residential, service, and other uses are complementary. Where applied to older highway corridors characterized by “strip” commercial uses, the intent is to encourage infill and redevelopment for a more diverse and attractive mix of uses over time. Examples include residential units over commercial uses or a wider array of economically viable uses to replace obsolete uses. Such areas also may represent opportunities for the introduction of substantial higher density and/or mixed-income housing, with negligible impacts on, or resistance from, nearby single-family neighborhoods. Ensuring that buildings are of the appropriate scale and intensity is critical, as is ensuring that sites are designed in a coordinated, as opposed to a lot-by-lot, manner. New “strip” commercial development is discouraged.

Low Residential (3-5 d.u./acre): This category includes the City's predominantly single-family neighborhoods as well as other compatible housing types that can be accommodated within this density range. Although there are some existing residential areas in the City developed on lots greater than 1/3 acre, future residential developments and "conventional" subdivisions should generally maintain a gross density of no less than three dwellings per acre, except where environmental constraints (e.g., the Watershed Critical Area) prevent such densities from being achieved. Compact developments that include clustered, small lots with substantial retained open space are encouraged.

CONFORMITY WITH OTHER PLANS

The following aspects of relevant plans may be applicable in this case:

City Plans: The New Garden Road Corridor Study (1996) contained a planning staff recommendation that this tract be park and open space, perhaps containing an entrance sign associated with development of the Jefferson Pilot property to the south. However, the Focus Group had no recommendation for this tract in terms of a preferred option.

Other Plans: N/A

STAFF COMMENTS

Planning: The property across New Garden Road which contains the Harris Teeter food store was initially rezoned to conditional Highway Business in 1996. It was subsequently rezoned to conditional Shopping Center by the Zoning Commission in July 1997.

Information contained in the applicant's TIS indicated the following potential land uses for the subject property:

Shopping Center of 5,000 sq. ft.
Drive-in bank of 4,000 sq. ft.
Quality Restaurant of 5,000 sq. ft.
High Turnover (Sit Down) Restaurant of 5,200 sq. ft.
Donut & Ice Cream Shop of 2,000 sq. ft.

Since this area is classified as Mixed Use Commercial on the Generalized Future Land Use Map, staff has suggested several additional conditions that the applicant should consider. These include:

- 1) Property will be designed and developed in a unified manner and will incorporate similar and complementary architectural features such as masonry materials and roof materials, planting materials, signage, lighting and paving surfaces.
- 2) Facades/exterior walls shall be articulated with recesses, projections, doors or windows. No uninterrupted length of any façade shall exceed 50 feet.
- 3) Interior pedestrian circulation between principal buildings, and between principal buildings and public sidewalk shall be provided through the use of clearly defined walkways.
- 4) Maximum of a single bay of parking shall be permitted between the principal buildings and New Garden Road.

Since Bryan Boulevard is currently under study for designation as a Scenic Corridor, staff feels that pylon signage should be limited in height, e.g. to a maximum of 15 feet, and that an enhanced natural and/or planted buffer should be provided along Bryan Boulevard and the access ramp to New Garden Road.

It should be noted that conditions #3 and #4 are not necessary since a Sexually Oriented Business can not meet the 1,000-foot spacing requirement from residential zoning or property containing a church; and billboards are not permitted in the GB District nor are they permitted along Bryan Boulevard since it is in a Visual Corridor Overlay Zone.

GDOT: No additional comments.

Water Resources: Channels and pipes that carry public runoff require a drainage maintenance and utility easement. The easement width depends on the amount of runoff that the channel carries or the pipe diameter.

STAFF RECOMMENDATION

Based on all the information contained in this report and while generally supportive of commercial zoning at this location, the Planning Department recommends approval. However, for the reasons outlined above, staff has encouraged the applicant to add conditions which are more compatible with mixed use development principles and the potential designation of Bryan Boulevard as a scenic corridor.

ADDITIONAL INFORMATION

Proposed Commercial Developments – Traffic Impact Analysis
Prepared for Krusch Capital Holding, Inc.
June 2, 2006

Executive Summary

Krusch Capital Holding, Inc. proposes to build a commercial development off New Garden Road in Greensboro, NC (see figure 1). The project consists of multiple retail uses. This project would have two full access points; one located on New Garden Road across from the Greenes Crossing Shopping Center; and on Jefferson Road.

The City of Greensboro has required a traffic analysis to determine the effect of the proposed project. Transportation engineering consultant firm *John Davenport Engineering Inc.* was contracted to provide a traffic impact analysis for this proposed development. The following intersections were included in the study:

- New Garden Road @ Bryan Boulevard EB Ramps (existing signalized)
- New Garden Road @ Bryan Boulevard WB Ramps/Horse Pen Creek Road (existing signalized)
- New Garden Road @ Shopping Center/Proposed Access (existing unsignalized)
- New Garden Road @ Jefferson Road (existing signalized)
- Jefferson Road @ Proposed Access Point

These intersections were analyzed for the following scenarios:

- Existing conditions
- Future no-build
- Future Build

The proposed build-out year for this development is 2008.

The proposed project is expected to generate approximately 1,993 daily trips, with 89 peak hour trips occurring during the AM peak and 262 peak hour trips occurring during the PM peak.

The table on the following page is the level of service table for the projected impact of this development:

Level of Service Table								
Intersection	AM Peak (7-9 AM)				PM Peak (4-6 PM)			
	2006 Existing	2008 Future No-Build	2008 Future Build	2008 Future Build w/improve.	2006 Existing	2008 Future No-Build	2008 Future Build	2008 Future Build w/improve.
New Garden Road @ Bryan Boulevard EB Ramps	B (13.4)	B (15.4)	B (15.1)	B (14.0)	C (27.0)	C (26.5)	C (27.6)	C (27.3)
New Garden Road @ Bryan Boulevard WB Ramps/Horse Pen Creek Road	D (44.7)	D (49.4)	D (53.0)	D (48.5)	D (47.1)	E (55.2)	E (55.5)	D (52.7)
New Garden Road @ Proposed Access Point	C (15.7) SBL	C (18.5) SBL	C (22.4) SBL	C (18.8) SBL	D (28.9) SBL	D (29.7) SBL	F (59.9) SBL	D (30.7) SBL
New Garden Road @ Jefferson Road	C (34.3)	D (35.7)	D (37.7)	D (36.4)	D (42.6)	F (90.2)	C (30.2)	C (25.0)
Jefferson Road @ Proposed Access Point			C (16.8) EBL	C (16.8) EBL			C (17.8) EBL	C (17.7) EBL

Based on the traffic analysis results, the following recommendations are made:

New Garden Road @ Bryan Boulevard EB Ramps (existing signalized)

- No recommended improvements.

New Garden Road @ Bryan Boulevard WB Ramps/Horse Pen Creek Road (existing signalized)

- Construct an exclusive right turn lane with 300-feet of storage on the northbound approach.
- Modify signal accordingly.

New Garden Road @ Shopping Center/Proposed Access #2 (existing unsignalized)

- Construct a continuous right turn lane along the front of the property dropping at Jefferson Road on the eastbound approach.
- Remark New Garden Road to provide for a left turn lane with 200-feet of storage on the westbound approach.
- Construct separate right/thru and left lanes on new approach.
- Note that motorists wishing to turn left out of the side street approaches may experience some moderate to long delays, however both Greenes Crossing Shopping Center and the proposed development have access to traffic signals.

New Garden Road @ Jefferson Road (existing signalized)

- Construct a left, thru/left, and right turn lane on the northbound approach. The right turn lane should have 200-feet of storage.
- Reconfigure signal accordingly.

Jefferson Road @ Proposed Access Point #1

- Construct a 100-foot left turn lane that continues north to New Garden Road.
- Construct a southbound right turn taper.
- Construct separate left and right turn lanes on new approach according to GDOT standards.

The City of Greensboro Department of Transportation is currently in the planning process to make major roadway improvements along New Garden Road. It was assumed that these improvements will include the construction of an additional thru lane on the eastbound approach. These improvements were assumed to be in place by the build out year of 2008, and were included in the analysis.

This commercial development is planned for a developing area of Greensboro. However, as already noted, GDOT is in the process of making improvements to address this growth. With these improvements and the improvements outlined in the report, the analysis indicates that the study intersections' level of service can be maintained and in some cases improved during the build-out year. We have attempted to identify transportation deficiencies and make appropriate recommendations. As a result of this, all study intersections are projected to operate at a LOS D or better. In summary, although this project will add additional traffic to the area, its impact can be mitigated by the committed and recommended improvements.